

## Preliminary Analysis

# DEPARTMENT OF HOMELAND SECURITY ELEMENTS Developable Federal Land in the National Capital Region (NCR)

## Developable Land Analysis

This analysis will provide a brief description of each property and the general development advantages and disadvantages for the consolidation of DHS elements on each site. Each site was analyzed based on the following criteria: proximity to Washington, DC, Metro access, road and utility infrastructure, neighborhood amenities, security setbacks, Federal ownership conducive to setback and other requirements, and GSA's strategy. DHS requires up to 3.5M USF of office, storage, and special space for its operations.

The 3.5M USF includes the U.S. Coast Guard headquarters. GSA did explore the alternative of leasing a location for the U.S. Coast Guard independent of DHS; however, the FY06 President's Budget directs to the U.S. Coast Guard to St. Elizabeths West Campus.

## Summary

The following table lists the locations that GSA considered to house the DHS need and why they were eliminated from further study. Based on the information included in this analysis, the only site capable of accommodating the DHS consolidation is St. Elizabeths West Campus, Washington, DC.

Site	Reason Eliminated
Germantown Campus, Germantown, Maryland	Insufficient space – only 1.3 million SF of space available.
Suitland Federal Center, Suitland, Maryland	Insufficient space – only 800,000 SF of space available.
Federal Research Center at White Oak, Silver Spring, Maryland	Insufficient space – only 1.7 million SF of space available.
Franconia Storage Depot, Franconia, Virginia	Insufficient space – only 55,000 SF of space is available.
Cotton Annex & 12th and C Streets, Washington, DC	Insufficient space – only 56,636 SF of space available.
Southeast Federal Center, Washington, DC	Insufficient space – only 1.8 million SF of space available.
Reservation 13, Washington, DC	The site is under control of the District of Columbia and title will be transferred to DC if legislation currently in Congress is enacted.

Site	Reason Eliminated
Armed Forces Retirement Home, Washington, DC	The property is projected to be redeveloped via ground lease to replenish the Armed Forces Retirement Home Trust Fund. GSA cannot pay for both construction costs and ground lease payments, since another federal site is available for which ground lease payments would not need to be made. GSA would not pay for full reimbursement of the site (in a transfer context), given that there is already a federal site available for development.
Robert F. Kennedy Stadium Site, Washington, DC	The site is under control of the District of Columbia and title to certain sections of the site will be transferred to DC if legislation currently in Congress is enacted.
Nebraska Avenue Complex, Washington, DC	Insufficient space – if site was developed to full capacity, only 1.2 million SF of space is available.
Walter Reed Army Medical Center, Washington, DC	The property would not be available until 2012, which is not within the timeframe required by DHS.
Beltsville Agricultural Research Center, Beltsville, Maryland	The U.S. Department of Agriculture currently determines types of development on this site and has indicated the site is not available.

Privately owned properties were excluded from this analysis given that GSA already controls a Federally-owned site capable of accommodating DHS need.

## Detailed Analysis

### Maryland

#### 1) Germantown, Maryland

The Germantown campus is comprised of seven buildings and only one tenant, the Department of Energy. The campus is located in Montgomery County and contains 109 acres. A Site Development Capacity Study (Development Study) for the DOE Germantown site identified the highest and best use for the site - maintain the existing buildings and a total additional development of 1.3M SF (0.30 FAR) on the site. In 1997, GSA granted a 70-foot wide Transit Easement through the western portion of the site and an additional 25-foot wide Easement for I-270 along the northeastern perimeter of the site.

#### **General Site Advantages**

- Secure property with potential for necessary setbacks in accordance with the Interagency Security Committee's (ISC) highest security level.
- The site is currently used by one Federal entity. At this time, there are no development activities planned for this site.
- The setting of the Germantown campus offers the potential to consolidate and to provide the operational efficiencies that proximity often brings.

- The site is currently well served by utilities infrastructure.

#### ***General Site Disadvantages***

- Not in proximity to a Metro stop or public transportation.
- Not in proximity to Capitol Hill and downtown Washington, DC - approximately 34 miles.
- Lack of retail amenities on campus. Retail amenities are not within walking distance.

#### ***Factor Removing this Site from Consideration for DHS***

- The space available on the site does not meet the DHS need for up to 3.5M USF of co-located office and ancillary spaces.

## **2) Suitland Federal Center**

The Suitland Federal Center (SFC) is located in Prince George's County, Maryland. The entire site consists of 226 acres, including a contiguous parcel of 41 acres owned by the US Navy. The landmass in GSA's inventory is 185 acres. The SFC is bounded to the north by Suitland Road, to the south by Suitland Parkway, to the east by Silver Hill Road, and to the west by the Washington National Cemetery. Currently, a new NOAA facility is being constructed and substantial completion is anticipated in early FY2006. The new 1.5M GSF building for Census began construction in FY2004 and occupancy is scheduled to begin in March 2006 through March 2007. The current buildings known as Federal Office Building 3 and 4 plus the Suitland Federal Center are planned for demolition in FY2008. The master plan for SFC identifies a series of parcels for future development along the northern (Suitland Road) and eastern (Silver Hill Road) perimeter. These parcels will encompass up to 800,000 SF for federal tenants.

#### ***General Site Advantages***

- The SFC is currently well served by utilities infrastructure. These utilities include water, gas, telephone, telecommunications, electricity, sanitary sewer, and storm sewer from local public utility suppliers.
- Proximity to the Branch Avenue Metro Station (Green Line) - a shuttle is used on campus from the Metro to all buildings on campus.
- Campus is secure site with guarded entrances.
- Proximity to Capitol Hill and Washington, DC- 8 miles.
- Campus setting offers potential to consolidate departmental functions and provide operational efficiencies that proximity often brings.

#### ***General Site Disadvantages***

- Lack of neighborhood amenities such as retail and eateries.
- Parking limitation at the SFC requires a high 1:2 parking ratio.

#### ***Factor Removing this Site from Consideration for DHS***

- The site cannot fully accommodate DHS space needs.

Site Plan as depicted in the Suitland Federal Center Master Plan.



### 3) White Oak

The White Oak site is a campus currently being developed for the FDA. White Oak is located in Maryland on the jurisdictional line between Montgomery County and Prince George's County. GSA received this site as part of the 1997 Base Realignment and Closure Act (BRAC). This 662-acre site includes 130 acres designated for the consolidation of the FDA on the western portion of the site. The remaining 532 acres includes a 76 acre golf course, 40 acres for the Air Force Wind Tunnel, and 90 acres of stream valley buffers and wetlands that are not developable. Based on the finding from GSA's draft Land Use Feasibility Study, Parcel B yields three developable sites totaling 282 acres, but only 139.2 acres are buildable. The property is part of the Naval Ordnance Laboratory Historic District.

Navy, as part of its environmental responsibilities, requires ongoing remediation on the eastern portion of the site. The remediation is projected over a period of 22 years and includes monitoring and pumping wells.

#### **General Site Advantages**

- Access through new eastern road planned for Fall 2008
- Potential for secluded campus, secure environment
- Less than 1 mile from Capital Beltway
- Existing retail and restaurant amenities within close driving distance

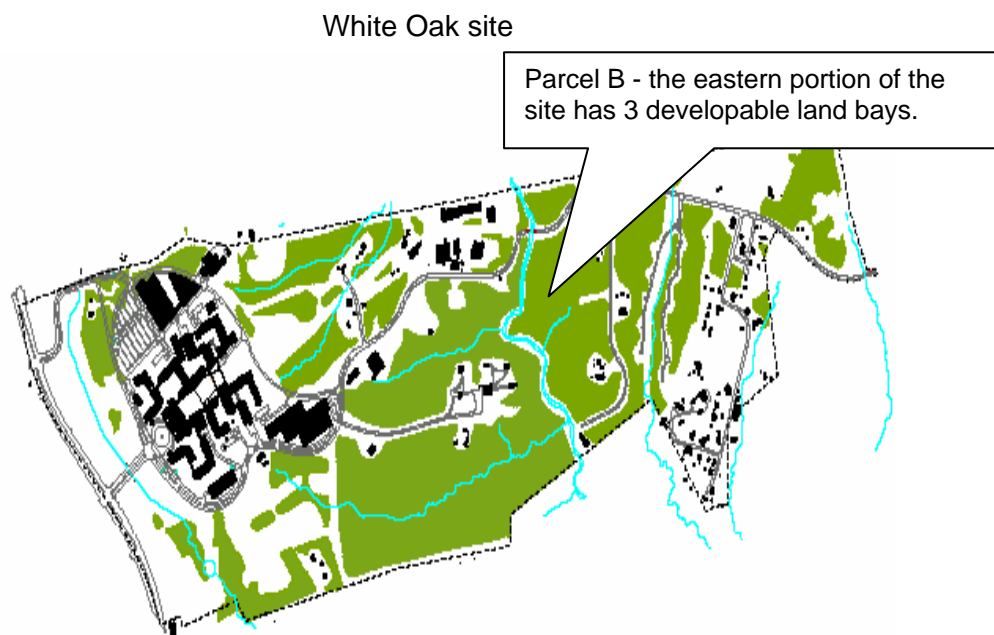
#### **General Site Disadvantages**

- Infrastructure limitations and costs
- Environmental constraints to include topography, streams and contamination
- Lack of public transportation to the site

- The surrounding road infrastructure does not support the current proposed development
- Regional parking goals for other Federal tenants require 1:1.5 ratio which may also become an issue for future tenants.

**Factor Removing this Site from Consideration for DHS**

- A land use feasibility study identified only 1.7M SF as being available for development. This is not sufficient to support DHS need for 3.5M USF of co-located space.



## Virginia

### 4) Franconia

The Franconia storage depot is a 13 building, 70-acre warehouse site at 6999 Loisdale Road in Franconia, Virginia, close to the junction of the Henry Shirley Memorial Highway (I-95), Franconia Road (644), and the Franconia-Springfield Parkway (7700). The site contains 13 structures with approximately 1.43 million RSF that provide primarily warehouse space, as well as ancillary administrative and support space.

In the middle to late 1990s, several forces converged to encourage GSA to reconsider its use of the Pharr Warehouse (Franconia) site in the context of development pressures in the vicinity. In particular, the anticipated opening of the Franconia/Springfield Metrorail station prompted Fairfax County, with support from the local residential community, to embark on a comprehensive planning effort. This effort produced changes to the existing zoning for the GSA and remaining, adjacent industrial sites. Consequently, the site is now part of the County's Springfield Planning District, and is planned for "mixed-use, transit-oriented" development. An adjacent site is under contract to KSI Services, a developer who is currently developing its site consistent with this plan. In 2002, KSI Services and GSA agreed to coordinated site access. These developments have prompted GSA to consider whether to continue occupancy of its Pharr Warehouse complex, or to relocate its warehouse tenants to other locations, thereby enabling redevelopment of the site in accordance with the Fairfax County plan. Federal tenants

are made aware of the on-going process and most new and renewal Occupancy Agreements are signed for a term of one year only, renewable at the beginning of each fiscal year. Franconia is almost entirely occupied with about 55,000 SF available.

### **General Site Advantages**

- The property can offer the desirable square footage needed to consolidate many of the DHS functions.
- The property is close to Metro.
- Secure property with potential for necessary setbacks in accordance with ISC's highest security level.
- The property is located in close proximity to Washington, DC.
- There are neighborhood amenities.
- There is a security fence that surrounds the site.
- The site is currently well served by utilities infrastructure.

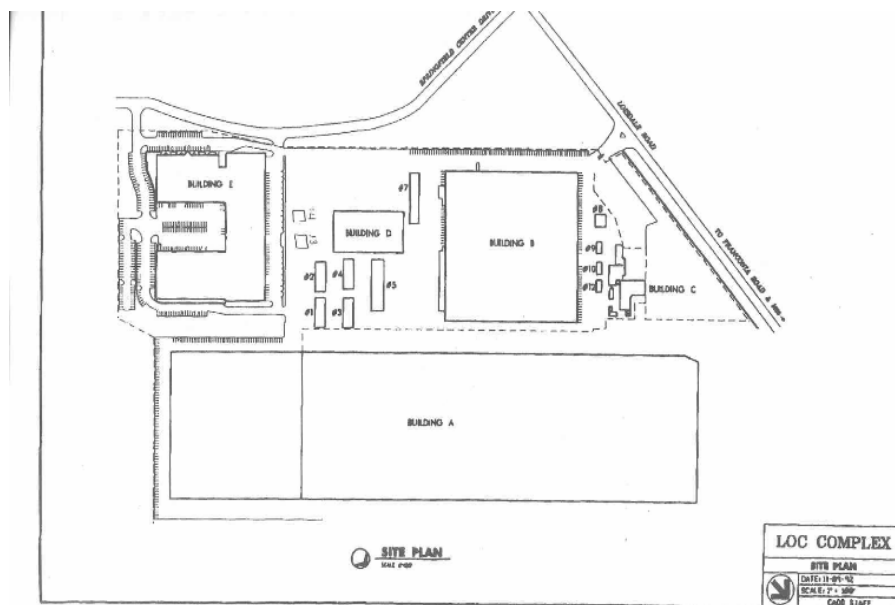
### **General Site Disadvantages**

- Renovation of the buildings for office use is not possible. The existing structures need to be demolished before new construction can begin, which is a substantial time constraint.
- The existing tenants need to identify and relocate to other warehouse and/or flex/industrial buildings, a substantial time constraint.
- KSI has built apartments, a hotel, and a restaurant across from Warehouse Building A thereby increasing pedestrian and vehicular traffic.
- There are no current plans to improve the existing roadway infrastructure.

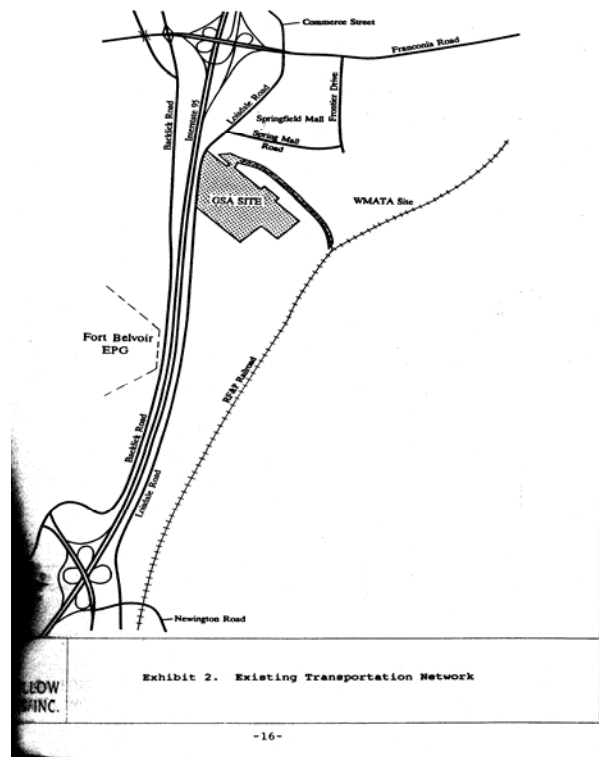
### **Factor Removing this Site from Consideration for DHS**

- Evident inability of the site to accommodate all of DHS space needs, since only 55,000 SF is available.

Franconia site plan.



## Franconia - Transportation



## Washington, DC

### 5) Cotton Annex & 12th and C Streets

The 12th and C Street location is a parking lot adjacent to the Cotton Annex Building which is occupied by the Department of Agriculture. This parking lot is at an excellent location in Southwest Washington, DC just off Independence Avenue and across the street from a Metro stop entrance. It contains 374 surface parking spaces or 56,636 SF. The property is eligible for the National Register of Historic Places.

#### **General Site Advantages**

- Proximity to a Metro Station.
- The site is currently well served by utilities infrastructure that includes water, gas, telephone, telecommunications, electricity, and sanitary sewer from local public utility suppliers, plus heating and cooling from HOTD.
- Neighborhood amenities such as retail shops and restaurants are within walking distance.
- Potential development of this site is 440,000 RSF.

#### **General Site Disadvantages**

- Below grade construction will not be practical due to underground facilities related to the Metro subway.

- A Metro easement of 688 SF (about 20 feet in from the 12th Street property line) on the surface for airshaft, vent, and grates. Shape of the lot is irregular which can increase construction costs.

***Factors Removing this Site from Consideration for DHS***

- The site cannot support DHS need for 3.5M USF of co-located space.
- Under legislation pending in Congress, the site may be made available for transfer to the National Health Museum.

**6) St Elizabeths West Campus**

St. Elizabeths is located in southeast Washington, DC on 176 acres. The campus contains 61 buildings (approximately 1.1M GSF) that were constructed between 1853 and 1965. The entire property is a National Historic Landmark.

***General Site Advantages***

- Secure property with potential for necessary setbacks in accordance with ISC's highest security level.
- Potential for up to 200 foot distance from site perimeter to main buildings.
- Campus setting offers potential to consolidate departmental functions and provide operational efficiencies that proximity often brings.
- Proximity to Capitol Hill - 15-minute drive or approximately 2.5 to 3 miles.
- Proximity to White House - 25-minute drive or approximately 4 miles. (Closer than Pentagon or Langley.)
- Proximity to DC's Unified Communications Center under construction on the East Campus. (Fiber optics trunk line adjacency.)
- Accessibility to I-295.
- Up to 4.5M GSF of total potential development space on the West Campus, including appropriate historic buildings rehabilitation.

***General Site Disadvantages***

- The costs of infrastructure and rehabilitation are high.
- Vehicular access to the West Campus is currently limited to a pair of entrance gates on Martin Luther King, Jr. Avenue.
- Limited vehicular access to site.
- Limited access to public transportation - shuttle from Congress Heights or Anacostia Metro stations would be beneficial.
- Lack of retail amenities in the neighborhood.
- Inefficient floor plates in historic buildings will make it difficult to change layouts.

***Factors Removing this Site from Consideration for DHS***

- None



## St. Elizabeths site



### 7) Southeast Federal Center

The Southeast Federal Center (SEFC) is located on the west bank of the Anacostia River in Washington, DC and contains 55 acres. This property is on the National Register of Historic Places as an historic district. The SEFC Public Private Development Act of 2000 (P.L. 106-407) allows the Administrator to enter into agreements (including contracts, leases, cooperative agreements, limited partnerships, joint ventures, trusts, and limited liability company agreements) with a private entity to provide for the acquisition, construction, rehabilitation, operation, maintenance, or use of facilities at SEFC. The new Department of Transportation Headquarters' building will be located on 11 acres of the site. It is currently under construction. The remainder is to be developed under an agreement with a private sector developer - Forest City Washington, Inc. - in accordance with the Act. Under the terms of the Act, GSA's primary purpose in selling or leasing the SEFC is to enhance the value of SEFC to the United States. GSA made the unprecedented decision to pursue a mixed-use development for the federally owned site as a means of revitalizing the Anacostia waterfront, as called for in the unveiled Anacostia Waterfront Initiative Framework Plan and the National Capital Planning Commission's 1997 Legacy Plan. The developer's concept plan proposes a new neighborhood centered on a 5.5 acre waterfront park. When complete, the development will have approximately 6,000 residents and over 4,000 Department of Transportation workers; a variety of housing types, both

for rent and for sale, grouped into distinct sub-neighborhoods; both daily use and destination retail; and a cultural component that includes programming to activate public spaces year round. It will be designed so that it is integrated with the neighborhoods surrounding it.

### ***General Site Advantages***

- The property can offer the desired square footage needed to consolidate many DHS functions.
- The property is close to Metro (Green Line).
- Setbacks for security are potentially available.
- The property is located in proximity to downtown Washington, DC and Capitol Hill.

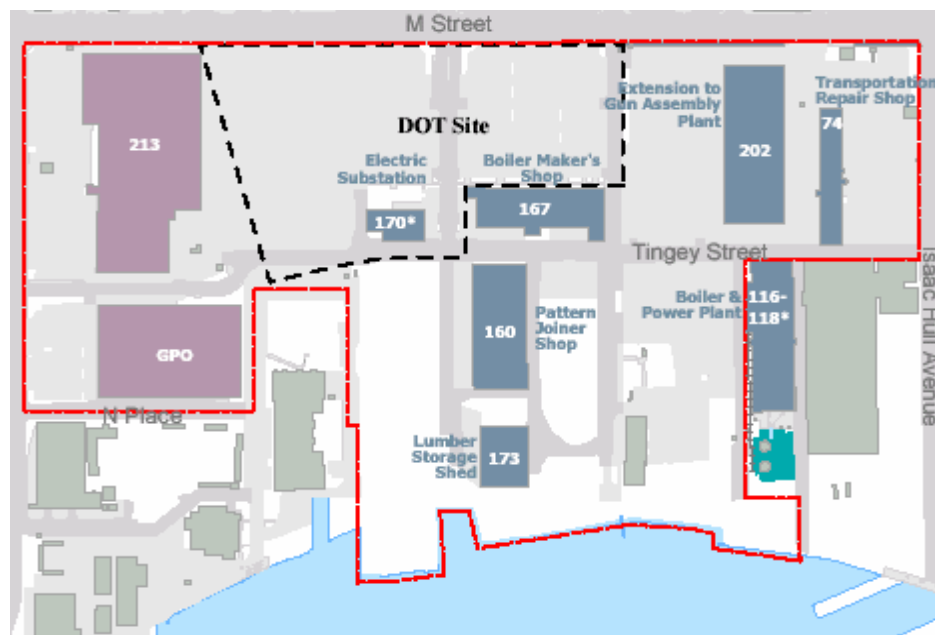
### ***General Site Disadvantages***

- The cost of infrastructure is high.

### ***Factor Removing this Site from Consideration for DHS***

- By the terms of its development agreement and local zoning, only 1.8 M GSF of office development is permitted. Insufficient to meet DHS needs.

Site map for the Southeast Federal Center - the blue buildings are historic.



## **8) Reservation 13**

Reservation 13 is located on the west bank of the Anacostia River in Washington, DC and contains approximately 65 acres of land bounded by Independence Avenue, SE, on the north, 19<sup>th</sup> Street, SE, on the west, G Street, SE, on the south, and U.S. Reservation 343 on the east. Jurisdictional control was transferred to DC in October 2002 subject to rights of location to be maintained by the Court Services and Offender Supervision Agency (CSOSA) on a portion of the site per P.L. 107-96 (115 Stat. 931). Improvements consist of several buildings used by the old DC General Hospital plus the old DC Jail. Current plans are to build a new hospital on the site in conjunction with Howard University, plus construct residential housing. The only significant developable land was in the northwestern corner of the property, and that parcel is the site of the St. Coletta's School, construction of which is well under way pursuant to a land lease issued by the District of Columbia.

### ***General Site Advantages***

- The property can offer the desirable square footage needed to consolidate many but not all of DHS functions.
- The property is close to Metro (Blue Line).
- There are adequate setbacks for security
- The property is located in proximity to downtown Washington, DC and Capitol Hill.

### ***General Site Disadvantages***

- The cost of infrastructure is high.

### ***Factors Removing this Site from Consideration for DHS***

- There does not appear to be enough developable land to accommodate all of DHS's space needs.
- The site has long been under DC's control and title is proposed to be transferred to DC if legislation currently in Congress becomes law (H.R. 3699).

## **9) Armed Forces Retirement Home (AFRH-W)**

AFRH-W is comprised of 272 acres located in north central Washington, DC. The southern border of the campus follows Irving Street, NW. The western border is formed by Park Place, NW and Rock Creek Church Road, NW. The northeastern border follows Harewood Road, NE and North Capitol Street. This property is a National Register of Historic Places eligible historic district and a National Historic Landmark on the northwestern side of the site.

Washington Hospital Medical Center and the Veterans Administration Hospital are located to the south. East of the site is Catholic University and the Basilica of the Shrine of the Immaculate Conception. Located north of the AFRH-W are the Soldiers' and Airmen's Home National Cemetery and the Rock Creek Church. To the west of the AFRH-W are residential areas comprised of row houses and garden apartments.

The AFRH-W is moving ahead with a Master Plan for development of underused property and land on its 272-acre Washington campus in the heart of the Capitol City. Thoughtful and measured development will generate income needed by the Home to maintain its reputation as the nation's premier independent living retirement community for military retirees and disabled veterans.

Development will be staged and compatible with the operation of a retirement community and reflect the scale and uses of the surrounding city neighborhoods and institutions. The Home intends to hold most of the development land and lease it long term to developers, putting the land rent into the AFRH-W's Trust Fund. Compatible development has been identified as institutional, residential, medical, office/R&D, and retail.

### ***General Site Advantages***

- The property can offer the desirable square footage needed to consolidate DHS functions.
- There are adequate setbacks for security.
- The property is located in relative proximity to downtown Washington, DC and Capitol Hill.

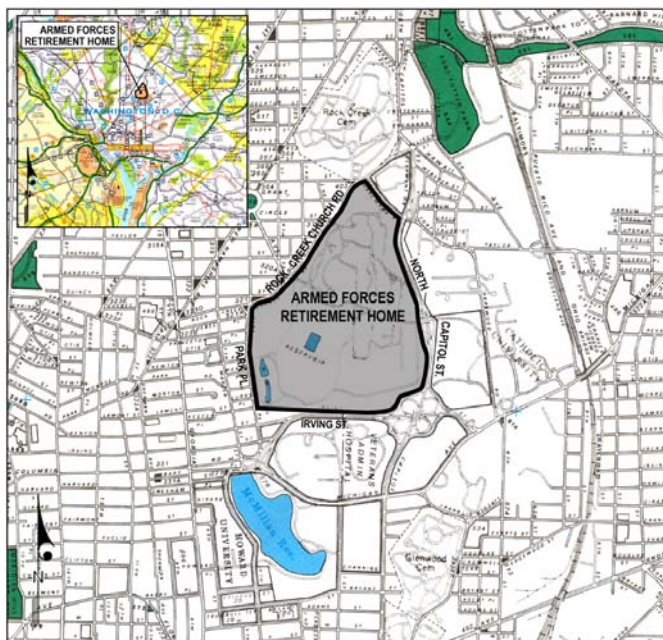
### ***General Site Disadvantages***

- The cost of infrastructure is high.
- Limited access to public transportation, in particular Metrorail.

### ***Factors Removing this Site from Consideration for DHS***

- Development plans for the AFRH-W are not compatible with development of a secure office campus.
- The property is projected to be redeveloped via ground lease to replenish the Armed Forces Retirement Home Trust Fund. GSA cannot pay for both construction costs and ground lease payments, since another federal site is available for which ground lease payments would not need to be made. GSA would not pay for full reimbursement of the site (in a transfer context), given that there is already a federal site available for development.

Armed Forces Retirement Home site





## 10) Robert F. Kennedy Stadium (RFK)

RFK is located on the west bank of the Anacostia River in Northeast Washington, DC to the north of Reservation 13. The stadium site in the circle at East Capitol Street has virtually no developable area unless one demolishes the stadium; even then it should be noted that any federally-involved development in that specific site would require coordination with and approval of NCPC. While the parking lots ancillary to the stadium could be viewed as having development potential, such development would seriously inhibit the function of the stadium. Like Reservation 13, the RFK Stadium site is federally owned but jurisdiction was transferred to the DC.

### ***General Site Advantages***

- The property is close to Metro (Blue Line).
- The property is located in relative proximity to downtown Washington, DC and Capitol Hill.

### ***General Site Disadvantages***

- The cost of infrastructure is high.

### ***Factors Removing this Site from Consideration for DHS***

- Virtually no developable land to accommodate DHS HQ space needs.
- The site is under control of DC and title to certain segments of this site is proposed to be transferred to DC if legislation currently in Congress becomes law (H.R. 3699).

RFK Site



## 11) Nebraska Avenue Complex (NAC)

The NAC is located in Northwest Washington, DC at Ward Circle (intersection of Massachusetts and Nebraska Avenues) and contains approximately 38 acres on which are built 30 structures containing approximately 450K USF, most of which were built after the Navy took over the site in 1941 from a women's seminary. Building types range from a 5K USF chapel (subsequently

deconsecrated) to a 7K USF gymnasium. This property is a National Register of Historic Places eligible historic district. The site is relatively self-contained with its own heating and cooling plant and on-site cafeteria. PL 108-268 dated July 2, 2004 directed transfer of the site from the Navy to GSA with the express purpose of housing DHS. Current plans call for housing up to 2,000 DHS employees on site.

***General Site Advantages***

- The property can offer the desirable square footage needed to consolidate some DHS functions.
- Setbacks for security are ample.
- There is ample parking to offset the lack of immediate access to Metrorail.

***General Site Disadvantages***

- The property is not located near a Metro station.
- The site is located in a predominantly residential neighborhood with few retail amenities.
- Floor plates of existing, older buildings are inefficient and buildings require upgrades to accommodate modern telecommunications equipment.

***Factor Removing this Site from Consideration for DHS***

- The space available on site does not meet DHS ultimate needs of up to 3.5M USF.

NAC Site



## **12) Walter Reed Army Medical Center (Walter Reed)**

The Walter Reed site is located in Northwest Washington, DC between 16<sup>th</sup> Street on the west and Georgia Avenue on the east. The site is not projected to be available for redevelopment until at least 2011. It is GSA's understanding that the closure will not be a gradual one and that Army/DoD will continue to use the site until the date of closure. GSA is not guaranteed to gain custody and control of the property through the BRAC process.

### ***General Site Advantages***

- The property can offer the desirable square footage needed to consolidate many DHS functions.
- The property is relatively close to Metro (Red Line) assuming a shuttle connection.
- Setbacks for security are adequate.
- The property is located in relative proximity to downtown Washington, DC and Capitol Hill.

### ***General Site Disadvantages***

- The cost of infrastructure is high.

### ***Factor Removing this Site from Consideration for DHS***

- If GSA were to gain custody and control of the property, it would not be until 2012. The Army intends to leave the site once a new hospital is built in Bethesda and, under BRAC, the Army has six years to relocate. Based on DHS need, GSA intends to ask for design money in FY2008 and construction in FY2009 for DHS Phase 1 and design money in FY2010 and construction in FY2011 for DHS Phase 2. The availability of this site is not compatible with the DHS design and construction schedule.

## **13) Beltsville Agricultural Research Center, Beltsville, MD**

BARC is a 6,541 acres, sprawling suburban facility straddling the Capital Beltway with direct access to I-95, approximately 10 miles north of the Capitol building. BARC is under the Department of Agriculture's custody and control. BARC extends in a broad arc across eastern Prince Georges County, and includes large portions of relatively undeveloped land. Although there are large portions of wetlands and marsh at BARC, there is also terrain which is level suitable for light industrial development of the type required.

### ***General Site Advantages***

- The property could offer the desirable square footage needed to consolidate many DHS functions.
- Setbacks for security are adequate.
- The site is currently well served by utilities infrastructure.

### ***General Site Disadvantages***

- Not in proximity to a Metro stop or public transportation.
- Not in proximity to Capitol Hill and downtown Washington, DC - approximately 34 miles.
- Lack of retail amenities on campus. Retail amenities are not within walking distance.

### ***Factor Removing this Site from Consideration for DHS***

- The site is not available and would require either a timely federal transfer or an act of Congress.